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*- R. O. O. O.*  

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PRISON SYSTEM PLANNING IN URBAN AREAS

A THESIS

Presented to

The Faculty of the Graduate Division

by

Wilbur D. Starr

In Partial Fulfillment

of the Requirements for the Degree

Master of City Planning

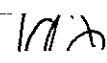


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


August 1968

PRISON SYSTEM PLANNING IN URBAN AREAS

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## SUMMARY

Imprisonment was originally intended only as a means of punishing the individual offender and of preventing him from committing further irrational acts against society. Today, confinement is looked upon as an opportunity for the penologist to apply programs of treatment designed to rehabilitate the felon by removing the deficiencies that led to his delinquency and reinstating him into the society he offended.

This new penal philosophy stresses continued contact between the offender and his home-community and expanded uses of community resources in the rehabilitation process. Since most offenders come from the cities, future correctional facilities will be located in urban communities. Both the private and public sectors of the urban community have a greater opportunity to participate in the prison system's rehabilitation programs. More collaboration between Federal, state, and local correctional agencies and between correctional agencies and other governmental and non-governmental agencies and organizations is required to meet the demands of greater prisoner population and specialized programs. Higher budgets for correctional purposes and more Federal aid for research, training, and operations is needed.

Programs of prisoner reform have considerable effect on life in the free community, and community reaction to the needs of the prison system has considerable influence on the effectiveness of the rehabilitation process. The city planner, therefore, must be knowledgeable of the needs of his community's prison system in order to assure that its goals will be met.

Many of the elements related to prison system planning, site

selection, and correctional facility programming are the concern of the city planner. Studies related to prisoner population distribution, the adequacy of existing correctional facilities, the availability of community resources, and others can be prepared by the city planner. Locational factors required for a correctional facility affect land use planning, zoning, utility extensions, taxing policies, judicial and political boundary extensions, and similar matters which involve the city planner. The city planner is in a position to advise on the physical, political, social, and legal qualities of his community which may or may not be favorable to the programs of prisoner rehabilitation.

Our prison systems are faced with the challenge of providing treatment programs which put to use all that is presently known about human behavior in the correction of criminal conduct. City planners, along with penologists, governmental officials, and interested citizens are responsible for providing the facilities and resources needed to meet this challenge.

## CHAPTER I

### INTRODUCTION

Crime is now recognized as one of the many interrelated elements which make up the broad social complex of community life. The control of crime is, therefore, a community matter. It involves making right many social injustices including our often inequitable and antiquated administration of criminal justice.

The police, judicial, and prison systems administer criminal justice by enforcing the laws and controlling crime in the community. Although the prison system is but one part of this continuum, its usefulness as a major force in crime control is recognized by all levels of government. The prison system exerts control by first carrying out the sentence of the court, thereby confining the individual and protecting society from his influence. Second, it deters others from crime. Third, it attempts to rehabilitate the individual prisoner and prevents his becoming a recidivist.

Unfortunately, the general public, as well as many public officials, have a limited knowledge of the purpose and function of the prison system. This is understandable, since prisons have for many decades been frightening places which isolated the inmate from the rest of society. The modern prison system, with its new philosophies of prisoner rehabilitation, discipline, and security, can no longer function behind stone walls, iron bars, and public ignorance and indifference. The modern prison system involves the entire community and, therefore becomes the concern of the city planner and others who are involved with community affairs.

### Prisons and Prison Population

Historically, prisons were seldom used for the confinement of convicted felons. Until the eighteenth century, criminals were held only to await trial and sentences of torture or execution. Corporal punishment was an expression of the community's intolerance of crime and its belief that the criminal was possessed of the devil and incapable of reform.

### Early Prison Development

The United States is credited with giving the modern prison system to the world.<sup>1</sup> It originated in the State of Pennsylvania under the humanitarian zeal and ingenuity of the Quakers. William Penn, the founder of Pennsylvania, brought the Pennsylvania Code to the new colonies in 1682. This Code was the first body of laws which provided punishment in the form of imprisonment at hard labor for the majority of serious crimes.

The Walnut Street Jail in Philadelphia became America's first penitentiary. It was designated as a "penitentiary-house" by an Act of the Assembly of April 5, 1790, and, except for prisoners sentenced to death, housed the convicted felons of the state.

Many prison reforms were instigated in the eighteenth century, including secure and sanitary facilities, and systematic inspections. The prisoner, however, was still condemned to a regime of hard work and silence. Hard work supposedly insured habits of industry, and enforced silence and solitary confinement guarded the prisoner from pernicious company.

### Modern Prison Reform

The nineteenth century was an age of prison reform. The belief that severity of punishment would deter the prisoner from further crime began to give way to the philosophy of training and education to refit the criminal for a useful life. The prisoner's interest in self-

improvement was considered evidence of his reformation, and his sentence was shortened accordingly. This was the beginning of the concept of determining punishment by evaluation of the individual prisoner. Later, psychiatric evaluation was used to predict a prisoner's behavior and influence his term of imprisonment.

Today, our perception of the criminal is still undergoing change. He is seen now as one whose offense against society was caused by unfavorable and sometimes uncontrollable circumstances. The circumstances which led him to crime might be found within him by the psychologists or in his surroundings by the sociologists. Penologists generally agree that their responsibilities to the criminal and to society go beyond mere confinement of the offender. Serious efforts are being made in most prison systems to provide prisoner rehabilitation programs which will prepare the individual to adjust to all aspects of normal living and regain his place in the free community.

#### Prison Population

The United States has the unfortunate distinction of housing the largest and most varied criminal population ever assembled in one country. Not only is the number large, but its proportion to the total population is also larger than any other country.<sup>2</sup>

Table 1 indicates the number of adult prisoners found in Federal and state penal institutions over a 25-year period from 1940 to 1965. In addition to the 221,598 prisoners confined in these institutions in 1965, there was a total of 2,547 county jails which had an average daily population of 140,000 serving terms of from a few days to a year. The total number of people who served terms in American jails in 1965 is estimated to exceed one million. This does not include an unknown number of prisoners awaiting trial.<sup>3</sup>

Table 1. Sentenced Adult Prisoners Confined in State and Federal Penal Institutions at the End of the Year, United States: 1940 - 1965

	1965 (1)	1960 (2)	1950 (2)	1940 (2)	Per Cent Increase 1940-1965
State Institutions	201,221	189,735	148,989	154,446	30
Federal Institutions	20,377	23,218	17,134	19,260	5
All Institutions	221,598	212,953	166,123	173,706	27

Source: 1) National Survey of Corrections, Statistical Tables, Fiscal Year 1965, Bureau of Prisons, U. S. Department of Justice.  
 2) Book of the States, Council of State Governments, Chicago, v. 16, n.d.

Aside from the obvious increase in numbers, two other significant trends in prison population suggest important implications for future institution planning. Prisoner population is becoming much younger on the average, and the sentences for which they are committed are becoming longer.<sup>4</sup> Prisoners will, therefore, have to be more carefully classified in the future and placed in institutions which suit their characteristics.

Many different kinds of offenders can be distinguished in the immense variety of inmates found in American institutions. Some are youths who were out for "kicks" and got caught; some are accidentally in trouble due to circumstances of their surroundings; still others are "troubled souls" whose offenses are the result of mental aberrations. Finally, there is the repetitive criminal whose crimes are his escape from his regimented, subordinated place in society. Each presents a different problem and each requires a different correctional approach.

### Current Prison Needs

A growing prison population, and the outmoded and outworn prison facilities found in most prison systems, restrict modern penological concepts of prisoner reform. The Federal Bureau of Prisons estimates that they will require \$100-million in new prison construction over the next ten years. An estimate of the total need can be made when it is realized that Federal prisons are responsible for less than a tenth of the more than 200,000 adult prisoners in state and Federal institutions.

In addition, there are approximately 3,000 county and city jails that are in need of replacement or, at best, remodeling. It is conservatively estimated that \$1-billion is needed for new jail construction throughout the United States.<sup>5</sup>

### Purpose and Organization

The purpose of this thesis is to provide the city planner and others concerned with community affairs with information and sufficient explanation of the purpose and function of the prison system in order to guide them in planning for and locating correctional facilities in urban communities.

Chapter 2 examines the purpose and function of the prison system. Programs of prisoner rehabilitation currently recommended by penologists and other experts are reviewed, and trends in this field are examined for future application. Types of prison facilities and their operating requirements according to the latest standards for administration and service are also presented.

An evaluation of the site and facility requirements for prison institutions in urban areas is presented in Chapter 3. Chapter 4 examines the role of the Federal government and the responsibilities of state and local correctional agencies as they relate to the

administrative and fiscal aspects of prison system planning. Finally, Chapter 5 presents the writer's evaluation of the problems encountered in planning for prisons in urban areas and his conclusions regarding the role of the city planner in prison system planning.

### Scope

Since this thesis relates primarily to the city planner's concern with prison systems, its scope is limited to correctional facilities appropriate to urban areas. These urban correctional facilities are prisons that balance security in reasonable proportion with treatment. The rehabilitation of the prisoner is a significant factor in determining the administrative, security, and treatment philosophies of these facilities.

Penitentiaries (maximum, medium or minimum-security) are not included since they generally house over 1,000 inmates, require extensive acreage, and are, therefore, usually located in rural areas. Prison farms and camps, which are located in rural areas, are also excluded. Juvenile institutions and medical, psychological, alcoholic and narcotic treatment centers all present special problems of treatment and facility requirements and are left for others to study. Jails are excluded since they generally house short-term prisoners and are, therefore, not concerned with prisoner rehabilitation.



## CHAPTER II

### CORRECTIONAL INSTITUTIONS AND PRE-RELEASE CENTERS

Under our constitution, the prevention and punishment of crime is largely committed to state and local governments. The Federal government had no facilities for the confinement of civil prisoners until the military prison at Fort Leavenworth, Kansas was transferred to the Department of Justice in 1895. Prior to that date, Federal prisoners were boarded in state and local prisons.<sup>6</sup>

Each unit of government is responsible for its own prison administration, staff, facilities, and prisoner rehabilitation programs. Federal prisons are administered by the Bureau of Prisons within the Department of Justice. State prison systems have a variety of controlling authorities, however, most are administered by a separate state department (see Appendix A).<sup>7</sup> County and municipal jails are administered by the local courts or police department, but generally must conform to standards set by the state.

#### Types of Prisons

An outgrowth of the development of prisoner rehabilitation programs in American prisons has been a trend towards specialization of prison facilities. At one time, jails were the only penal institution. Today, all progressive prison systems segregate their prison populations into institutions that are classified by the characteristics of age, sex, and rehabilitation and custodial needs of the offenders.

The two types of penal institutions that can be appropriately located in urban areas are the correctional institution and the

pre-release center. Correctional institutions have been further classified into adult correctional institutions, reformatories, and youth institutions, since many prison systems still use these terms to identify correctional institutions that house inmates with particular characteristics. Because there are no standards for classification of prisons, some liberties have been taken in defining these terms.

### Correctional Institutions

Correctional institutions are an outgrowth of the 20th century reform movement in penology. They are almost always minimum to medium-security institutions that are designed and programmed to fit the needs of the tractable offender. The following principles are common to all correctional institutions, although the degree of application may vary from institution to institution.<sup>8</sup>

(1) Prisoners are always segregated by sex, and, in most cases, by age and other individual characteristics.

(2) The overall atmosphere which is conveyed by personnel, programs, and architecture is one of normal living under conditions approaching those found in the free community.

(3) Prisoner rehabilitation is a part of the overall philosophy of the institution.

(4) The principle of "small groups" is reflected in housing, dining, recreation, and all important activities.

(5) The prison staff retains control, however, prisoners participate with the staff in the duties and responsibilities of running the institution.

(6) The old prison discipline is replaced by mutual trust, respect, and cooperation.

(7) Security, while primary, is not dominant or the ultimate goal.

Adult Correctional Institutions. The adult correctional institution generally houses inmates whose ages are 21 years and older. Most

will segregate prisoners by age and other individual characteristics within the institution. The full range of prisoner rehabilitation programs are administered. However, program emphasis may vary greatly from one institution to another.

Reformatories. The reformatory is more difficult to define since it has, from time to time, been associated exclusively with either the age, sex, or some other specific characteristic of the offender it housed. At present, it is proper to refer to all institutions for women offenders as "reformatories".<sup>9</sup>

For the purpose of this study, reformatories are described as correctional institutions, but limited to offenders of either sex, whose ages range from 18 to 23 years, without extensive criminal experience, and whose offenses are not considered serious. Programs for reformatory inmates tend towards vocational and academic instruction geared to the younger offender.

Youth Institutions. Youth institutions are similar to reformatories, except the ages of the inmates usually range between 8 and 18 years. Programs for youth institutions are also based primarily on vocational and academic instruction appropriate to the needs of the younger offender. The offender is permitted closer and more frequent contact with his home and family, since, due to his youth, he is apt to be more easily rehabilitated if these contacts are retained.

#### Pre-Release Centers

A recent innovation in the field of corrections is the establishment of the pre-lease center, sometimes called the Community Treatment Center, Community Correctional Center, or Halfway House. These centers are usually located in urban areas. The inmates are prisoners who are scheduled for release in 90 to 120 days by parole or by expiration of their sentences and need help in adjusting to the free community. Rehabilitation programs and counseling are closely tailored to the needs of

the individual prisoner.

The centers conform to all of the characteristics of the correctional institution, except they permit a much greater opportunity for the prisoner to have contacts with the free community. They house fewer inmates for a shorter period of time than the correctional institution, and do not have the usual problems of security.

Parolees or "outpatients" who are not making satisfactory adjustment in the free community may also be placed in the center for special supervision and assistance. The purpose is to provide timely intervention and treatment to help with adjustment problems and prevent a return to crime and possibly prison.

### Correctional Programs

The correctional process, as applied to the convicted felon, is a continual process starting from the moment of sentencing and ending at his final, unconditional release from prison. Classification, probation, institutional care, educational and vocational training, employment, pre-release programs, parole, and similar programs, are all a part of this process. Under ideal conditions, each prisoner is treated with a series of programs designed to solve his individual problems and help him adjust to the free community.

### Security

Security is a specialty dealing with escape, discipline, and contraband, and it is regarded as such in the administration of the prison guards, the operation of security equipment, the adoption of security methods, and in the architecture of the institution.<sup>10</sup> Regardless of the type of facility or the philosophy of treatment, the custody of the prisoner is the penal institution's primary consideration. Society expects that those committed to the community's penal institutions will remain there until they are legally released.

A sound program of custody and discipline is regarded as an important and integral aspect of a sound treatment program. Achieving the proper balance of security and treatment within the institution depends to a great extent upon the realization that, although security is the primary business of the prison, it should not be the ultimate goal. It should be neither incidental to nor should it dominate the operations of the administrative, professional, and treatment units of the institution. Custody is essential for the protection of society and the application of the treatment programs.

### Classification

The development of many rehabilitation programs is a result of the establishment of the prisoner classification system. This is a system by which the individual prisoner's potential for rehabilitation, regardless of his offense or sentence, is determined. The purposes of classification are to diagnose and prescribe treatment.

A classification clinic can be established in each institution or it can be a special reception or quarantine center apart from the prison proper. In the Federal system the newly committed prisoner is sent to an Admission-Orientation Unit within the institution for a period of 30 days for classification.<sup>11</sup> Service Units are provided in every institution in the Department of Correction, State of New York, for this purpose.<sup>12</sup> In the State of Michigan the Reception-Diagnostic Center is physically attached to the State Prison of Southern Michigan, but it is administered as a separate facility and operates without contact between inmates of the Center and those of the larger institution.<sup>13</sup> Many states, although not the majority, use classification to some degree.

Within the classification clinic, highly trained professional staff members compile a complete personal history on each prisoner. Information is incorporated from many sources, including law enforcement agencies, courts, other correctional programs, military authorities,

family members, friends, and acquaintances. Personality, aptitude, and intelligence tests are administered. There is a thorough review of his criminal history with special attention to his potential for violence or inclination towards escape. A series of interviews provide clues to his personal attitudes and probable behavioral patterns.

The mass of information assembled serves as the basis for institutional assignment and individual treatment programming. This approach, unlike fragmented approaches of the past, represents a total effort to apply existing knowledge broadly, flexibly, and with clearer focus than ever before.<sup>14</sup>

The advantages gained from a classification system are numerous. Prisoners can be segregated according to their types, thereby permitting the administration of more effectively organized programs of treatment and better custodial supervision and control of the inmates. The inmate's discipline can be improved and his attitude can be bettered by providing programs designed to meet his needs. Recidivism can be reduced. The prison staff can be utilized more efficiently and operating costs reduced. The identification of trends in prisoner types and program needs also provides a guide for long-range prison system planning.<sup>15</sup>

After a period of time, the prisoner is returned to the clinic for re-classification. The results of the original recommendations are determined and, if necessary, new treatment programs are recommended.

Several prison systems are using the classification clinic for pre-sentencing diagnosis. Under this program, courts send convicted felons, not yet sentenced, to the clinic for a diagnostic evaluation. The purpose is to provide the court with information to assist in the sentencing decision.<sup>16</sup>

### Treatment

Continuous research and experimentation has resulted in the

development of a variety of rehabilitation program that function effectively within the scope of present day prison system administration. Programs most commonly administered are: furloughs and day-paroles, work release, prison industries, educational programs, counseling, and pre-release programs.

Furloughs and Day-Paroles. Although a common practice among juvenile institutions, furloughs and day-paroles are just now beginning to be recognized as important in the rehabilitation of the adult prisoner. However, they should not be confused with special leaves which are granted under extenuating circumstances by most adult correctional institutions. A prisoner on special leave customarily travels under escort, while on furlough, he is on his own.

From a correctional standpoint, the most compelling reason for granting a furlough or day-parole is to re-enforce family ties. During confinement, a steady and seemingly inevitable erosion of family ties takes place. Re-enforcing these ties by permitting home visits assures a firmer adjustment to normal community life.

The Federal prison system's authority for granting furloughs is the Prisoner Rehabilitation Act of 1965. This act permits the U. S. Attorney General to:

...extend the limits of the place of confinement of a prisoner ...by authorizing him ...to visit a specific designated place or places for a period of time not to exceed 30 days and return to the same place or another institution. An extension of limits may be granted only to permit a visit to a dying relative, attendance at the funeral of the relative, the obtaining of medical services, not otherwise available, the contacting of prospective employers, or for any other compelling reason consistent with the public interest.

The State of Mississippi has long experimented with prisoner furloughs. Since 1960, a 10-day Christmas furlough has been granted to over 2,300 prisoners. During that period, less than 30 failed to return.<sup>17</sup>

Work Release. Work release provides the prisoner with an

opportunity for employment in a normal setting, at normal wages. It is not intended as a substitute for probation. The prisoner is released during the normal working day to engage in gainful employment; after work he returns to the confinement of the prison. He pays taxes, supports his family and pays the cost of his upkeep out of his salary.<sup>18</sup>

Work release was instigated in 1913 in the State of Wisconsin. Since then, 22 states and the Federal government have passed enabling legislation making work release available to felon offenders (see Appendix B).

Prison Industries. The prison industry today is far removed from the "prison factory" of yesterday. The days of exploiting prison labor have all but vanished. Labor in prisons is closely dovetailed into the philosophy of rehabilitation, and is under the strict control of state laws.

The "state-use" system of prison labor is the most widely used today. It involves the establishment of prison industries which are administered and controlled by the state. The sale of the prison-made product is restricted to the state or to tax supported agencies. Most prison industries are entirely self-supporting programs, involving no yearly appropriation of tax funds. Production is often limited by statutory formula.

Following are the basic principles usually followed by the prison systems employing this program.<sup>19</sup>

(1) Primary emphasis is placed on work which trains inmates in skills likely to provide them with an adequate livelihood upon release.

(2) The items selected for manufacture are of a type the available inmate labor can produce in quality comparable with the best produced by private industry.

(3) The industry selected provides the maximum amount of employment and training opportunities for the investment made.



(4) There is an adequate public institution market for the product selected.

The Federal Prison Industry, Inc., organized in 1934, is the largest operation of this kind. It presently employs over 5,300 inmates, or approximately 30 per cent of the total prison population in Federal prisons. Fiscal year 1967 showed a net profit of over \$11.5-million for the industry. Payments to inmates totaled over \$2.6-million in wages and over \$1.5-million was spent for vocational training.<sup>20</sup>

Educational Programs. More than half of the inmates of adult correctional institutions are youths or young adults who lag 4 or 5 years behind their age groups in educational attainment. Most are untrained in vocational skills and unemployable except as unskilled laborers.<sup>21</sup> Table 2 shows a comparison of educational levels for Federal and state prisoners and the general population, and Table 3 shows a comparison of their occupational experience.

Today, there are unprecedented educational and vocational training opportunities open to the probationer, parolee, and the inmate of correctional institution and the pre-release center. In most prison systems, close relationships have been established with state and local departments of education. Many prison schools are a part of the local school system and are fully recognized and accredited by the state's Department of Education.

Many colleges and universities offer courses for credit through extension divisions. Some correctional institutions permit inmates to enroll in nearby colleges while in a work release status. Others have granted furloughs to take advantage of special purpose, short-term academic courses.

Private enterprise has contributed programs, materials, and personnel for prisoner educational purposes. The Ford Foundation has

Table 2. Comparison of Educational Levels;  
Federal and State Prisoners and  
the General Population; 1967.

	Years of School Completed	Per Cent General Population	Per Cent Inmate Population
College . . . . .	4 years or more	8.4	1.1
	1 to 3 years	9.4	4.2
High School . . . . .	4 years	27.5	12.4
	1 to 3 years	20.7	27.6
Elementary. . . . .	5 to 8 years	28.0	40.3
	4 years to none	6.0	14.4

Source: U. S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from the U. S. Department of Commerce, Bureau of Census.

granted a considerable sum of money to the University of California to experiment with the establishment of a prison college on the San Quentin reservation.

The best vocational programs are those in which trade training is correlated with related academic subjects. Where vocational skills are taught, they are most effective when related to the needs of the individual and to the community to which he will return.

Counseling. Counseling programs include highly professional and individualized psychiatric treatment, group psychotherapy, individual and group counseling sessions, and group living programs. Counseling not only helps the inmate understand himself, but it also helps the prison staff to interpret the inmate's needs and redirect his behavior.

Some prison systems have expanded their counseling programs to include the wives and families of the inmates. In this manner they hope to create a better understanding of the prisoners' problems and increase

Table 3. Comparison of Occupational Experience;  
Federal and State Prisoners and the  
General Labor Force; 1967.

	Per Cent General Labor Force	Per Cent Inmate Prior Work Experience
Professional and technical workers	10.4	2.2
Managers and owners, incl. farm	16.3	4.3
Clerical and sales	14.2	7.1
Craftsmen, foremen	20.6	17.6
Operatives	21.2	25.2
Service workers, incl. household	6.4	11.5
Laborers (except mine) incl. farm laborers and foremen	10.8	31.9

Note: All data are for males only.

Source: U. S. Department of Labor, Manpower Administration, Office of Manpower Policy, Evaluation, and Research, based on data from U. S. Department of Commerce, Bureau of Census.

their chances of being accepted into normal family circles after being released.<sup>22</sup>

Pre-Release Programs. The pre-release program has as its objective the easing of the transition of the inmate from the prison community to the free community. Many problems of the initial adjustment period are eliminated by giving the prisoner normal productive contacts within the community he will soon re-enter.

The program itself varies with the prison system. Some pre-release programs consist of simply providing "honor blocks" within the correctional institution in which additional instruction, counseling, and a more "open" atmosphere is provided. Other programs assign the prisoner to a pre-release center which permits daily contact with the

free community, and provides in a single vicinity, under a single administrator, a coordinated group of treatment programs.<sup>23</sup>

During their stay in the pre-release center, prisoners experience the atmosphere of reduced security, and are provided with counseling services, employment assistance, home placement assistance, recreational opportunities, and opportunities to become reacquainted with their families and with the free community. The centers are generally located within or near the community to which the inmates will return.

Community participation in pre-release programs is also encouraged. Advisory committees of local community leaders, including law enforcement agencies, the courts, news media, industry, business, labor, educators, the ministry, and civic group representation all assist in the program. Residents and staff of the center, as a part of the program, participate in a wide range of neighborhood and community activities.

The Federal Bureau of Prisons operates six Community Treatment Centers in metropolitan areas, including Atlanta, New York, Detroit, Houston, and Oakland. These centers are professionally staffed and geared to the overall correctional program of the system. The Department of Corrections, State of California, now operates four Community Correctional Centers. The first was opened in 1962 in the City of Los Angeles. Two others have since been located in Los Angeles and one in Oakland. Future plans call for the establishment of 24 centers in the major metropolitan regions of the state.<sup>24</sup>

### Probation and Parole

In any review of correctional programs, recognition must be given to the place and importance of probation and parole. Probation is the function of the courts and takes the place of imprisonment. Parole is a function of an official agency and permits a prisoner to serve a portion of his sentence in the free community. Both programs select individual offenders and help them to change their attitudes and

habits while residing in the free community.<sup>25</sup>

A convicted felon on probation is assisted in his adjustment to a normal social life by a probation officer who is trained in human behavioral problems. Numerous studies made over a 13-year period show that under this guidance, 70 to 90 per cent of probationers avoid either having the initial sentence imposed or being convicted for a new crime.<sup>26</sup>

Properly supervised and administered, probation offers the following advantages.<sup>27</sup>

- (1) The person on probation is afforded another chance.
- (2) The probationer can continue a normal life pattern, such as working, meeting family obligations, and other meaningful community pursuits.
- (3) The stigma of a prison sentence is averted.
- (4) The community benefits from the work productivity of the probationer.
- (5) Probation costs the community considerably less than institutional care.
- (6) All community facilities and services can be utilized in the probationer's rehabilitation process.
- (7) Increased use of probation as a part of a prison system's correctional programs can reduce the community's inmate population.

Parole offers similar advantages to the community and to the offender. Since parole is instigated after an offender has experienced the restraint of prison, the parolee may find it difficult to adjust to the free community. Parole, in this case, serves a double purpose. It protects the public through continued surveillance and supervision, and it provides assistance to the parolee in making the adjustment from the strict routine of the institution to the relative freedom of the community.

### Administration

Adequate and efficient prison administration is an essential attribute to effective prison rehabilitation programs. Administration includes the staff, services, and budgetary considerations of the prison operation.

### Staff

One of the first essentials to rehabilitation program implementation is an adequate and knowledgeable staff for guarding and guidance. The three major specialization areas of prison institutional personnel are; (1) administrative, (2) custodial, and (3) treatment. In practice, however, an individual staff member's duties may overlap into either or both of the other specialization areas.

Table 4 shows the number of staff members for each of these three classifications for state institutions for the year 1962, and the ratio of prisoners per staff member.

Table 4. Staff Classification Groups Employed  
in State Institutions; 1962.

	Full-Time Staff	Prisoners/Employee
Administrative Staff	9,257	22.3
Custodial Staff	27,594	7.5
Treatment Staff	5,365	38.5
Total Staff	42,216	4.9

Source: National Prisoner Statistics, Bulletin No. 35, U. S. Bureau of Prisons, Department of Justice, Washington, D. C., n.d.

Administrative. The administrative staff includes the department or division head and his assistants, the superintendents of the institutions and their assistants, and all personnel required to perform the clerical, fiscal, personnel administration, purchasing, store-keeping, and routine service and maintenance functions of the institutions.

Custodial. The security force includes those persons primarily concerned with the prevention of escapes, the introduction of contraband, and the control of discipline, i.e., the police force of the prison community.

Treatment. Treatment personnel includes physicians, psychiatrists, psychologists, social workers, sociologists, dentists, nurses, teachers, vocational instructors, avocational instructors, recreational counselors, chaplains, librarians, industrial managers, and other specialists who administer training and treatment programs and services to the prisoners.

### Services

Progressive prison systems recognize that the offender will respond best to treatment if his basic needs are met and he is made comfortable within the framework of prison discipline and routine. Provisions are usually made to provide medical, religious, and recreational services in addition to the more basic needs such as food and shelter.

Medical. The scope of medical services is both preventive and corrective, and it covers the field of mental as well as physical health. The extent of medical services within any one institution is dependent upon the institution's population, and the availability of these services elsewhere in the community.

Religious. Religious training and worship services are conducted at most correctional institutions. Chaplains representing major religious faiths are either employed on a full-time basis or are

available from near-by communities on a part-time or voluntary basis.

Recreational. Recreational programs are important enough in many prison systems to be considered an integral part of the treatment programs. Recreational programs include all sports, hobbycrafts, art, music, radio and television, book clubs, libraries, family contacts, and others.

#### Operating and Maintenance Budget

Annual operating and maintenance costs range from \$1,300 to \$2,650 per inmate. Differences in facilities, services, personnel, treatment programs, prisoner population, and geographic location have considerable effect on costs. Personnel salaries are the major item of the budget, ranging from 50 to 75 per cent of the total.<sup>28</sup>

#### Trends in Prison Philosophy

Present trends in prison philosophy are pointing towards the fulfillment of two goals: (1) to evoke in the offender an enduring identification of himself with anti-criminal persons, and (2) to enhance the prospects that the released prisoner will achieve satisfaction in legitimate post-release activities.<sup>29</sup> To achieve these goals, new prisoner rehabilitation programs must be developed and old programs must acquire new emphasis.

#### Program Trends

Programs will tend towards the realization that contact with society should never be broken. There will be an increased use of all programs which permit social contact with the free community and which provide experiences in prison activities that closely parallel post-release activities. Rehabilitation programs will stress the following activities.

- (1) Increased use of day-paroles and home furloughs.
- (2) Increased emphasis on contact with family, friends, and



other anti-criminal persons.

(3) Extensive links with community organizations such as churches, social and fraternal organizations, service clubs, hobby groups, professional and trade associations, and similar groups.

(4) More face-to-face contact between the staff and the individual offender in the course of work, study, and play activities.

(5) Increased emphasis on training that is directed towards the realistic world to which the offender will return, rather than training that happens to be available within the institution.

(6) Prison industries and services that compare with those in which post-release employment may be found.

(7) Financial compensation for school attendance as an incentive for increased diligence and responsibility.

(8) Increased use of the criminal to rehabilitate the criminal.<sup>30</sup>

(9) A trend towards the "therapeutic community" concept of treatment. This involves a highly sophisticated, correlated effort on the part of the prisoners and the entire institutional staff towards the rehabilitation process.<sup>31</sup>

(10) Extensive use of probation and parole and other conditional releases.

(11) Increased emphasis on the services made available to the inmates.

(12) More uses of recreational activities as a part of the overall treatment program.

(13) More use of electronic aids in program implementation (teaching machines, television, etc.).

#### Implementing Future Programs

The correctional institutions required to complement this new program emphasis will be located and designed to permit closer contact with the prisoner's home-community. These new facilities will generally

be located in or near metropolitan areas, since the greatest percentage of the criminal population comes from the cities.

A home-community prison location in urban areas has many advantages for both the prisoner and the community.

(1) It simplifies the staff's task in the rehabilitation process by permitting them to know both the criminal and anti-criminal influences of the inmate's community.

(2) It facilitates a gradual release of the inmate into his home-community to seek employment, locate residence, and otherwise prepare himself for post-release activities.

(3) It better protects society by permitting a gradual release of the prisoner into his own environment thereby testing his release possibilities.

(4) It facilitates the recruiting of superior employees.

Correctional institutions will tend to be more specialized in the areas of treatment and custody. Living units will become smaller, housing as few as 5 to 15 inmates. The institution itself, however, will approach urban scale. Where high urban densities and budgetary limitations dictate, high-rise institutions will be constructed.<sup>32</sup>

Custody will become peripheral, with few restrictions on inside activities. Television cameras located at strategic points and guards with two-way radios will simplify security techniques and render it almost invisible.

## CHAPTER III

### SITE SELECTION AND FACILITY STANDARDS

The importance of undertaking a detailed analysis of the facilities and services which will go to make up the correctional institution or pre-release center cannot be overemphasized. This analysis should be written in program form by the correctional agency and should reflect the overall philosophy of the agency with respect to administration, treatment, and security, as well as set down the physical requirements of the facility.<sup>33</sup> It should be completed before selecting the site since it will also dictate many of the site requirements.

#### Related Planning Studies

In order to finalize many of the initial program requirements, the overall needs of the prison system must be determined. There are several basic planning studies that can be made to aid in determining these needs. These studies are designed to provide the correctional agency with information about the geographic distribution of the prisoner population, the extent and availability of community resources within the planning area, and the effectiveness of the existing prison facilities.

Depending upon the scope of the project and the governmental agency involved, the studies required to provide this information are; (1) Population Distribution Study, (2) Study of Institutional Demands, (3) Locational Study of Community Resources, (4) Study of Major Highway Networks, and (5) Existing Prison Facilities Study.

#### Population Distribution Study

A major factor affecting the number of inmates in correctional

institutions is the population of the planning area. As the population grows, the number of inmates also tends to grow. Analyzing the population distribution within selected regions of the planning area indicates the origins of the inmate population as well as its size. This information aids in selecting correctional institution and pre-release center sites that are near the home-community of the majority of the prisoners.

#### Study of Institutional Demands

Once the geographical distribution of inmates is known, the characteristics of the inmate population can be analyzed and the institutional demands determined. This involves knowing the trends in: (1) the inmate length of stay in the institutions, (2) the inmate ratio per unit of population (usually units of 100,000 population for state-wide studies), (3) the inmate's age, and (4) the inmate's sex. These trends should be broken down over the selected regions of the planning area. This information is then projected to determine future needs.

Projecting inmate population in this manner accounts for both the rising rate of commitments and increasing population. If possible, procedural changes such as new methods of treatment or longer sentencing practices, which may affect inmate population, should also be accounted for in the projected figures.

#### Locational Study of Community Resources

Correctional facilities often find it desirable to take advantage of available community resources such as major medical, vocational, higher educational, library, and employment centers within the planning area. Locating these resources and determining their availability for institutional use also aid in future site selections.

#### Study of Major Highway Networks

A study of highway networks should provide information on existing highway facilities and routes and any proposed highways within the planning area. This knowledge of the major highway networks should be

combined with the locations of the available community resources and existing prison facilities in determining the locations of future prison facilities.

#### Existing Prison Facilities Study

Existing prison facilities should be analyzed with respect to: (1) design capacity, (2) type, (3) age of structures, (4) adaptability to the administration of both existing and proposed rehabilitation programs, (5) possibility for expansion, and (6) geographical location. Determinations should be made concerning the practicality of remodeling or abandoning those facilities that do not meet minimum standards or are not presently suitable to implement recommended rehabilitation programs.

#### Locational Factors

Selecting sites as early as possible is desirable from both the standpoint of the correctional agency and the local community. Land purchased far enough in advance has the advantage of the lowest possible land prices. Land already in public ownership can be reserved for institutional use. An advanced site acquisition program is an obvious advantage since future site needs are apt to be concentrated in the most highly urbanized areas.

Locational factors determining site selection depend upon the size, type, urgency of need, and the budgetary requirements of a facility. A detailed criterion for selecting correctional institution sites is included in Appendix C. This criterion is intended as a general guide for site selection and should be evaluated with respect to the size and type of facility under consideration. Compromises are inevitable, but consideration of the following factors increases the chances of selecting the best possible site.<sup>34</sup>

#### Geographic Distribution of Inmates

Current trends in the philosophy of treatment is to encourage

visits from families and friends in order to maintain and strengthen normal ties with the free community. Incarcerating inmates as near to their homes as possible increases the possibilities of such visits. Correctional institutions and pre-release centers should, therefore, be located in the high prisoner population regions of the planning area.

#### Community Resources

Taking full advantage of the available physical and human resources of the community provides a greater variety of rehabilitation program possibilities. The cost of providing these programs can be reduced by having available part-time and voluntary personnel to assist in program administration.

Medical Facilities. The part-time services of specialists such as surgeons, radiologists, pathologists, ophthalmologists, urologists, psychiatrists, dentists, and internists are more easily obtained by correctional institutions and pre-release centers located in the proximity of large hospitals or medical schools. The new emphasis on emotional and mental health, which most correctional authorities feel should be encouraged and extended, requires the services of many of the highly trained and specialized personnel found only in major medical centers.

Vocational and Higher Educational Facilities. The educational programs of the correctional institution include primary, intermediate, and higher academic training, as well as social and vocational education and training. No correctional institution, by itself, is large enough to justify a full-time staff skilled in the planning, evaluation, administration, and supervision of educational programs in each of these areas. Locating the correctional institution or pre-release center in the vicinity of a major vocational and college institution permits the utilization of persons with these skills.

With nearby educational opportunities available, the improvement of the skills of the administrative, custodial, and treatment staff is

also enhanced.

Major Library Facilities. Most authorities agree that every correctional institution should have easy access to a library collection of at least 100,000 books. Locating the correctional institution near a major library facility facilitates the use of rotating collections, reference services, book repair services, training programs for librarians, and centralized purchasing of expensive book collections.

Employment Centers. Locating correctional facilities in or near major employment centers facilitates hiring unskilled, skilled, technical and professional personnel. In particular, professional people who are vital to an effective rehabilitation program, are more readily available in the larger urban areas.

A growing recognition of the importance of work release in the rehabilitation process is another reason for selecting sites near employment centers. These locations provide more numerous and more diversified employment opportunities for the prisoners.

Community Welfare Organizations. Community welfare organizations are vital to the rehabilitation process. These agencies have the facilities, personnel, and experience for obtaining and analyzing information concerning the inmate's family and others who have influenced his behavior. In addition, they can be instrumental in the restoration of harmonious family relationships, and can provide needed psychiatric and other medical services. Included in these organizations are the councils of social agencies and community chests, social service exchanges, family service agencies, mental hygiene and mental health clinics, and all agencies providing case work services.

Community Amenities for Staff. The institutional staff requires housing, shopping, cultural, and recreational facilities. There should be an adequate supply of housing within the staff's financial means approximately 30-minutes driving time from the institution. The more

complete the shopping facilities, and cultural and recreational attractions of the community, the better the opportunity to obtain and keep an adequate staff.

Trade Area. The availability of needed supplies and services for the day-to-day operation of the correctional institution and pre-release center is an important locational consideration. A complete shopping center or wholesale center nearby greatly reduces the problems of purchasing and storing foodstuffs, drugs, maintenance and other supplies and equipment.

Availability of Utilities. All public utilities should be available, including water, sewerage, gas, and electric services. In most cases, correctional institutions require two independent sources of electrical supply in order to eliminate the security hazard should one of them fail.<sup>35</sup> Ideally, city pick-up of trash and garbage should be utilized.

#### Accessibility

Highway linkage is important not only because of its function of providing rapid and convenient home-to-work access, but because it also functions as a linkage between correctional facilities and major community facilities. For larger institutions, bus, rail, and air services are important since they provide additional means of access for visitors and the delivery of goods and equipment.

#### Zoning

Correctional institutions and other types of prisons, per se, are not listed in most zoning ordinances as an "acceptable use" in any of the zoned districts. In the majority of cases, they are classified as a "special use" requiring a review by the Zoning Board before issuance of a permit. Those ordinances that do provide a use-district for prison facilities generally place them in a "public use", rural or agricultural district.



### Site Characteristics

Site characteristics include the size, shape, topography, soil conditions, availability of adjacent lands for future expansion and for buffer strips. Evaluation of these characteristics depends upon the size, type, and general location of the facility.

Correctional institutions require approximately one acre per inmate if built in the traditional manner. However, this figure varies considerably and no rule-of-thumb standard can be applied. Facilities in densely populated urban areas can resort to smaller sites and high-rise structures.

Topography and soil conditions affect construction costs, and for this reason, sites should not be accepted for institutional use just because they are not suitable for other uses. In all cases, maximum benefit should be sought from the available resources.

### Community Attitude

Public attitude can have considerable influence on the location of a prison facility. Unfortunately, the public is still reluctant to accept any type of prison facility as a part of the community. Public relations programs may be necessary to explain the desirable features of such a facility in order to prevent public condemnation of the project.

### Impact on Local Community

Construction of prison facilities can have substantial economic impact upon the communities in which they are built. An analysis of institutional purchases made by the Wisconsin Department of Resources Development for the Department of Public Welfare, Division of Corrections, revealed that local purchases averaged \$383 per inmate in fiscal 1963-64.<sup>36</sup> An institution with a capacity of 300 inmates could expect to add approximately \$115,000 annually to the local economy from institutional purchases alone.

In addition, the average salary of all employed personnel in

correctional institutions in Wisconsin at that time was \$5,642. The same 300 inmate institution, with a staff of 180, would have a total payroll of \$1,017,360. A substantial share of this payroll finds its way into the local retail and service sales establishments. Substantial new employment also increases the number of residents and, therefore, increases the residential tax base of the community. Other benefits come from a temporary increase in construction employment and increased expenditures for minor services.

These benefits have to be balanced against increased costs to the community for additional water, sewer, streets, police and fire protection, schools, and other governmental services required of the correctional facility. These costs vary considerably from community to community, and it is conceivable that in some cases they might outweigh the benefits. Cost estimates and comparisons with anticipated benefits should be made in every community in which a new correctional facility is proposed.

#### Facility Standards

Progress in prison construction has fallen behind progress in prisoner rehabilitation. In spite of the advances in the philosophy of rehabilitation of the criminal, few suitable surroundings have been provided to make advances in treatment effective.

#### Program Check List

The program given to the architect designing the correctional institution or pre-release center, should be an outgrowth of the needs determined by the planning studies previously discussed. It should spell out in detail exactly what the agency wants to do in the facility, and provide its plans in the areas of treatment, education, industry, housing, medical care, and the many facilities and services it requires.

The following check list represents the minimum information

required before the facility can be designed.<sup>37</sup>

(1) The type and ultimate population of each institution to be constructed during the planning period.

(2) Priorities and proposed construction dates.

(3) Initial and ultimate numbers of each classification of inmates in each institution.

(4) Distribution of living facilities, i.e., cells, rooms, dormitories, and hospital rooms.

(5) Number and sizes of housing units, including admission facilities, disciplinary units, cottages, and barracks.

(6) Number of scheduled groups for efficient use of normal dining, school, industrial, and recreational facilities.

(7) The area of the normal dining, school, industrial, and recreational facilities.

(8) The security measures of the facility.

(9) The treatment programs of the facility.

(10) Diagram showing the administrative relationship within the institution, within the correctional system, and within the governmental system.

(11) The area of each administrative unit.

(12) The types of services to be provided.

(13) Special utility requirements, such as an emergency electrical supply.

(14) All data pertaining to the proposed site (or sites, if several are under study) selected for the facility.

It becomes the architect's obligation to understand and interpret the program, and to design a facility that will make the administration of a forward program of treatment not only possible, but completely logical.

### Design Standards

Since correctional facility needs vary, depending upon the number of inmates and type of institution, standards for building spaces cannot be provided. However, a general check list of required spaces and facilities for correctional institutions is included in Appendix D, as a guide to the kinds of spaces that may be needed and the security features of each.

Economy of design is a "standard" which should be considered in the construction of any public facility. In the case of correctional institutions and pre-release centers, the cost of guarding deserves a special mention. The number of guards is usually smallest when the enclosure is as small as possible and there are the smallest number of guard stations and gates. Inmate housing, arranged so that as many inmate rooms as possible can be supervised from a single guard station reduces the security personnel requirements.

Also important is the concept of "zoned areas". Housing units of a single type should be grouped together. Educational, religious, recreational, industrial, shops, maintenance, and other commonly used areas should also be appropriately grouped. This kind of arrangement of the building spaces permits closing any of these facilities during any part of a 24-hour period, and therefore, reduces security of these areas.

Convenience in design leads to economy of operation and maintenance. Since correctional facilities may need to be altered or expanded in the future to provide for expanding population or program revisions, they should be designed to permit changes as conveniently and economically as possible. Materials should be selected which can be easily maintained in sanitary and attractive condition.

### Aesthetic Considerations

There are few building types that provide the architect or planner with as great a possibility for good or evil as the

correctional facility. The facility and its administration represents the state, and to the inmate and his family, it provides the only channel through which he can return to normal, productive living in the free community.

This does not mean that a prison should look like a college campus any more than it should look like a concentration camp. The style of the buildings should be a logical outgrowth of their functions and of the materials used in their construction. Cheerfulness, color, and interest should characterize the total design. There should be an atmosphere of hope, firection, and purposefulness, and the entire complex should be functionally related to facilitate the institution's objectives.<sup>38</sup>

#### Planner's Responsibility

If our correctional systems are to free themselves from their traditional heritage and provide the resources and facilities needed to meet the requirements of today's correctional programs, a great deal more planning, study, and research is required in selecting sites and programming facility requirements. Our history of prison architecture has, for too long, been one of trial and error. Many so-called contemporary prisons reflect medieval concepts of prisoner treatment and are located on sites isolated from the resources needed to carry tive rehabilitation programs.

The challenge facing those responsible for planning prison facilities is to insure that the proposed facility permits the penologist to put into use all that is presently known about human behavior in the correction of criminal conduct. The city planner and others involved in the programming and design of the facility must see to it that the facility and its location enhances rather than inhibit the correctional process. Close coöperation between the city planner, the architect, the penologist, and others is essential in meeting this challenge.

## CHAPTER IV

### PRISON SYSTEM ADMINISTRATION AND PLANNING

Current trends in penal philosophy indicate the need for implementing new programs of treatment and security. These new programs will require more efficient administration, modern facilities, trained personnel, and community understanding and participation than is presently found in most of our prison systems. Planning for these programs necessitates an honest appraisal of the shortcomings of correctional administration, and a foresighted and intelligent determination of future prison needs.

#### Correctional Administration

Two of the major obstructions to comprehensive prison system planning are the diversity of correctional authorities and insufficient fiscal resources. These obstructions also account, in part, for the differences found in correctional facilities and procedures throughout the nation.

#### Diverse Authorities

The responsibility for administration of our prison systems is divided among all levels of government. The Federal government, all 50 states, the District of Columbia, the Commonwealth of Puerto Rico, most of the country's 3,047 counties, and all except the smallest cities engage in correctional activities. Each level of government acts independently of the other. The Federal government has no direct control over state corrections. The states usually have responsibility for prisons and parole programs within their boundaries, but probation is frequently tied to court administration as a county or municipal function.

Counties do not have jurisdiction over the jails operated by cities and towns.

Not only is correctional administration divided among levels of government, but it is also divided within a single jurisdiction. Juvenile and adult corrections often may be found under separate governmental departments. Historical barriers that exist between correctional and community programs also contribute to problems of correctional administration.

The Federal government recognizes that this present administrative diversity impedes correctional progress. In a report published in 1967 by the President's Commission on Law Enforcement and Administration of Justice, two principles for governing correctional facilities were stressed.<sup>39</sup>

(1) Reciprocal arrangements between governments should be developed to permit flexible uses of resources. Regional sharing of institutional facilities and community programs should be greatly increased.

(2) Large governmental units should take responsibility of a variety of forms of indirect service to smaller and less financially able units, helping them to develop and strengthen their correctional services.

The responsibility for changes lies heavily at the Federal and state levels.

Federal Responsibility. Much of the stimulus for change can begin at the Federal level. The three major areas of Federal responsibility are: (1) securing, analyzing, and disseminating information on the treatment of various classifications of offenders; (2) assisting state and local agencies to recruit and train personnel; and (3) providing funds for needed research and demonstration projects.

State Responsibility. State correctional agencies combined

govern the greatest share of correctional facilities. Their role can be similar to that of the Federal government; providing stimulus for change at the county and municipal levels. However, all state correctional agencies do not have the statutory powers to process and administer these changes.

The following functions of a state correctional agency were adapted from those of the Division of Corrections, Department of Public Welfare, State of Wisconsin.<sup>40</sup> They represent the minimum responsibilities of an effectively operated state correctional agency.

(1) Maintain and govern all state operated correctional institutions and other facilities for adults and juveniles.

(2) Administer parole and probation matters by directing and supervising probation and parole services.

(3) Prepare pre-sentencing investigation as requested by the courts.

(4) Direct correctional clinical services.

(5) Execute laws relating to the detention, reformation, and correction of delinquents.

(6) Supervise and maintain industries in state operated correctional institutions.

(7) Supervise custody and discipline of all prisoners.

(8) Direct after-care and probation supervision of delinquent children.

(9) Administer any interstate compacts for adult and juvenile prisoners, and investigate and supervise probationers and parolees from other states.

(10) Direct educational programs in all correctional institutions.

(11) Make recommendations for pardon and commutation of sentence when requested by the governor.

(12) Administer the work release program for felons.



(13) Establish standards and inspect jails, detention homes, houses of correction, and penal camps for all county and municipal governments.

To administer these responsibilities, state corrections should be vested in a separate state department with some such appropriate title as the Department of Corrections, or in a state department having jurisdiction over public welfare. The department should be administered by a professionally qualified administrator.

#### Fiscal Resources

Operating a prison system and implementing new programs of réform involve considerable expenditures. Not only must correctional agencies meet their administrative and operating expenses, but they must also engage in programs of planning, researching, training, and construction. Plans for change must include realistic estimates of financial requirements and persuasive showings of gains that can be achieved by spending more on correctional administration.

State and Local Resources. The state correctional agency operates with funds appropriated by the state legislature. Budgets for state prison systems vary depending upon prison population and the treatment and services offered. New York's 1966-67 budget exceeded \$66-million.<sup>41</sup> By contrast, Georgia's annual budget is approximately \$5.5-million.<sup>42</sup>

Prison industries provide a small percentage of the operating revenues, however, not all states receive a profit from this operation. Capital funds are generally acquired from the sale of bonds.

Local correctional agencies operate almost entirely from local appropriations, however, some receive state assistance. Personnel training and research programs are also made available to local agencies by some state agencies.

Federal Resources. Several Federal agencies provide financial aid to state and local correctional agencies. This aid is in the form

of loans, advances, and grants for the purpose of planning, personnel training, research, and construction.<sup>43</sup> There is no Federal aid for operating purposes.

Planning for correctional facilities can be financed through Section 701, Urban Planning Assistance, of the Housing Act of 1954, as amended. Under this provision, basic planning connected with capital improvement programs of a regional, state or local government, can be performed. This includes studies concerned with evaluation of existing correctional facilities, prisoner population studies, and recommendations for new facilities, priorities, and financing. Application is made through state or regional planning agencies to the Department of Housing and Urban Development. Assistance grants are usually for 2/3 of the total cost of the approved program.

The Department of Housing and Urban Development also administers a program entitled Advances for Public Works Planning. This program provides interest-free advances to states and their political subdivisions, and to non-federal public agencies to assist them in planning essential public works and community facilities. These advances are repaid to the Federal government when construction of the project begins.

Planning includes both preliminary and final planning. Preliminary planning includes all investigation and surveys needed as a basis for decisions regarding the type, size, and scope of the public facility, and for a reliable estimate for construction costs. Final planning is based on the preliminary planning and includes preparation of all detailed plans and specifications required before construction bids can be obtained. Advances can be received for the full cost of the planning program.

A Public Facilities Loans program is also administered by the Department of Housing and Urban Development. Under this program, long-term construction loans (up to 40 years) are made to finance construction of all types of public works facilities. Any local unit of government,

that has the legal authority to build public works and issue bonds to pay for them, is eligible. The applicant community, however, is limited to a maximum of 50,000 population, except in certain designated development areas where the population can be up to 150,000.

Grants for a variety of training and research projects connected with corrections are provided for by The Law Enforcement Assistance Act of 1965 as administered by the Office of Law Enforcement Assistance, Department of Justice. Projects which create, experiment with, test, or demonstrate new knowledge or techniques of crime prevention, crime detection, law enforcement and administration of criminal justice and corrections are included.<sup>44</sup>

Grants already given under the corrections part of this program cover a wide range of projects. The following are examples of the types of projects approved.

- (1) Correctional system surveys of personnel, facilities, programs, workloads, and financing.
- (2) Establishment of model treatment programs.
- (3) Training programs for correctional personnel.
- (4) Development, operation, and evaluation of work release programs.

Any public or non-profit agency, organization, or institution including regional, state, or local governments, is eligible for these grants. At the end of fiscal 1967, approximately \$1-million had been granted to states, universities, and other non-profit organizations under this program.

Under a special program provision of this act, state correctional agencies and colleges or universities selected by and working in collaboration with the state agency, may receive personnel training aid. The scope of the program must be state-wide and the training must be geared to existing needs. Grants amounting to \$15,000 for the development stage

and \$30,000 for the initial operation are available. This amount is increased by \$10,000 for states with a population of over 5-million. Only one grant is allowed for each state. To date, twelve states have received grants under this program.

Special project grants are authorized under the Vocational Rehabilitation Act, the Correctional Rehabilitation Study Act of 1965, and the Vocational Rehabilitation Amendments of 1965. These grants, known as Correctional Rehabilitation Study Grants, are to pay part of the cost of carrying out programs of research and study of the personnel practices, and current and projected personnel needs in the field of correctional rehabilitation.<sup>45</sup> Grants are also given for study concerning the availability and adequacy of the educational and training resources for persons in or preparing to enter this field. Only non-government agencies, organizations, or commissions, composed of representatives of leading professional associations active in the field of corrections are eligible to receive these grants.

These grants are a part of an effort to bring the vocational rehabilitation agencies in the state in closer contact with the correctional agencies in order to stimulate vocational rehabilitation programs in the correctional institutions. Grants are administered by the Rehabilitation Administration, Department of Health, Education and Welfare.

Although there is no precedence, it is possible that certain correctional facilities could be considered a part of the local contribution within Urban Renewal Programs. Those institutions that are planned to serve local communities may be considered by the Federal government as acceptable under the regulations governing local contributions. In these cases, substantial savings of local funds could be achieved if correctional facility planning and construction is coordinated with urban renewal projects in the community.

### Prison System Planning

Planning for prison systems must come at all levels of government. Formal machinery for planning should be established within the organizational structure of each correctional agency. It is difficult to prescribe the precise forms planning should take at the state and local levels, since no two correctional agencies have identical correctional organization, jurisdiction, or problems. The Federal government, however, is in a position to assist state and local agencies in their planning process through programs of research and by establishing minimum standards for prison system operation.

#### Federal Guidelines

The Federal government has provided guidelines for state and local correctional agencies to follow in planning for and implementing programs to improve their prison systems. However, the Federal government has no jurisdiction over any other system but its own, and its assistance has been limited to advice based on its own research into correctional problems.

Research. When James V. Bennett became director of the Bureau of Prisons in 1937, he set forth as one of his objectives, "...a greater amount of scientific research on the causes of crime and how most effectively to bring to bear upon those who violate the law constructive ways of bringing about their rehabilitation." In 1950, he established a research unit in the Bureau's division of inmate training and treatment to carry out this objective.<sup>46</sup>

Continuing research into a variety of correctional problems has been conducted. Most significant are studies related to:

- (1) Problems of special significance to prison management.
- (2) Prison population trends.
- (3) The timing and circumstances of escape and appropriate preventive measures.

(4) Identifying and evaluating factors of success or failure of ex-prisoners released into the community.

(5) Experimentation in group counseling and educational methods of treatment.

Much of the knowledge gained from these research activities is passed on to state and local correctional agencies.

Advice. The Federal Bureau of Prisons also gives advice and assistance in the design and construction of jails and other correctional facilities. Providing this kind of assistance has become a major activity of the Bureau.

The Director, Assistant Director, and other Bureau personnel make extensive surveys of state and local correctional institutions throughout the nation, and report deficiencies and recommendations for improvement to the correctional agencies. Although the Bureau cannot force its advice on any system, Federal condemnation can direct public attention to the problem, and public opinion can force change.

#### Planning Principles

As has been pointed out, it is difficult to prescribe the precise form of prison system planning appropriate to all state and local correctional agencies. There are, however, some basic planning principles which can be universally applied. Application of these principles to the planning process will assure the agency of a prison system plan which will not only meet the future correctional needs of the system, but also act as an instigator of correctional action.<sup>47</sup>

State Level Planning. Much of the planning should be done at a state level, since state legislatures, as a rule, control local finances. State governments can encourage or require the coordination or pooling of correctional activities that are needed throughout their jurisdictions.

Many state agencies and departments are directly or indirectly

involved with state and local prison system operations and can provide valuable assistance in programming and planning for the systems' requirements. The state planning office can usually provide data on population, local resources, and similar information from existing files, or can perform special studies related to prison system planning. State Health, Education, and Welfare Departments and many welfare and social organizations operating at a state level, provide essential resources for correctional programs.

State correctional agencies have access to more fiscal resources for research, planning, and training purposes. Some federal aid to prison systems is available only through state or regional planning agencies.

Considering the complexity of a prison system and the financial resources required to operate and maintain it efficiently, it is important that the largest unit of government assumes the greatest responsibility. State governments are in a position to provide more specialized facilities and can administer compacts with other governments to assure the greatest flexibility of the correctional programs. Increases in prisoner population and changes in the philosophy and programs of corrections will require increased expenditures for facilities, personnel and services in the future. Responsibility for these financial obligations will fall heavily upon state sources.

Local Level Planning. Much of the planning should also be done at the local level. Welfare, education, recreation, urban renewal and many other functions found at the local level are closely connected with the problems and programs of correction. Locating correctional institutions as close as possible to the home community of the offender will mean that many new institutions will locate within urban areas, thereby creating new responsibilities for metropolitan governments.

State-Local Collaboration. Close collaboration between state and

local correctional planning is essential. The short supply of money, manpower, and expertise do not permit activities that duplicate or overlap each other.

Citizen Participation. Since the problems of correction are the responsibility of the community as a whole, much can be gained from the special knowledge and assistance of all members of the community. Business and civic leaders, school and welfare officials, religious leaders, and other public and private interests can work in planning for the prison system.

#### Planning Expediencies

The prison system planning responsibilities, resources, programs, and principles discussed in this chapter are similar in many ways to those required of other governmental systems. There is, however, a difference in complexity, as well as urgency, in formulating planning programs for prison systems.

Prison systems deal with a highly complex social problem requiring the mobilization of local, statewide, and national resources, and an integration of many social institutions and services. Planning for the needs of a prison system, therefore, is of great significance to the wellbeing of the community and requires a much broader undertaking of research, study, and specialized training by all of those involved in the process.

Rapid changes and precedent-shattering innovations in correctional practices are taking place in today's prison systems. These changes are associated with an increased public concern over the problems of correction and the results achieved by the system's programs. Planning for these changes in a manner that will make the best use of existing facilities and resources will help insure that the correctional institutions will achieve what they are intended to accomplish. A crystallization of public opinion favorable to the new programs of correction is



essential if the prison system is to function effectively in controlling crime in the community.

## CHAPTER V

## EVALUATION AND CONCLUSION

The pendulum of penal philosophy has swung wide over the past 200 years. Revenge was the philosophy of our prisons 200 years ago. Then, the offender was restrained and confined within an institution in order to give him time to repent and, through his own logical reasoning, once again assume a rational behavior. Reformation then became the penal theory, and the offender was treated with a series of programs designed to remove those deficiencies that led to his delinquency. Today, the correctional philosophy goes one step further, it attempts to reinstate the offender into the community he offended. To achieve this end, programs of reformation are closely dovetailed into community activities and the offender is thus made to identify himself with the anti-criminal elements of society.

This change in penal philosophy will necessitate a much greater commitment of community resources to the rehabilitation process. Since the city planner plays a leading role in influencing the decision-making processes of his community, he must be knowledgeable of this change. Programs of prisoner reform can have considerable effect on community life, and community reaction to the needs of the prison system can have considerable influence on the effectiveness of the rehabilitation process.

The city planner's concern will center around six major elements necessary for the functioning of the rehabilitation programs. Each of these elements can contribute to the quality of the community's environment and to the community's development.

- (1) New correctional facilities will be located as near the home-

community of the offender as possible. Since the majority of the offenders come from the cities, the cities will be the focus of new prison construction. The city planner must, therefore, consider the prison needs in land use planning. He must make the necessary recommendations for changes to zoning and other ordinances which will permit locating and constructing these facilities where they will benefit all concerned. Utility extensions and increases in other city services must be planned for.

(2) New correctional facilities will be dispersed as widely as possible to account for the dispersed origins of the prisoner population.

This will have a three-fold result. It will increase the chances of a home-community prison location, permit separation of inmates of different cultures and backgrounds, and permit the greatest number of communities to participate in the correctional process. The city planner must know the extent of diversification of these facilities within his community. He must be aware of population trends and be able to anticipate the need for new facilities. Regional and state planners may be concerned with locating these facilities in several smaller cities or towns in the planning area, each involving different planning problems and requiring different solutions.

(3) The prisoner will be treated with programs that will keep him in contact with society. Total isolation of the offender is no longer considered a valid treatment method. The prisoner will maintain at least partial contact with his home-community. The environmental quality of the community will, therefore, become an important element in his reformation. The city planner must know and maintain those environmental qualities which will be of maximum benefit to the offender. These include not only the physical elements of the community, but also the legal and social elements which would assure the offender's assimilation by the community.

(4) The community, including the private as well as the public sector, will become more active in planning for the prison system, and will take a greater part in the rehabilitation programs. The public will obtain a new awareness of the problems of the prison system and participate more fully in its programs. Prison system planning will involve other public agencies such as education, health, welfare, and similar agencies. The city planner can coordinate much of the planning between these agencies. He also has the resources to prepare studies related to population, community facilities, financing, and others required by the correctional agency to plan for its future needs.

(5) There will be greater collaboration between correctional agencies in the use of facilities, programs, and personnel. Extended use of interstate compacts and state-wide control of correctional facilities will extend political and legal control beyond present boundary limits. The city planner must be aware of all agreements between his local government and other units of government if he is to make recommendations concerning taxing policies, boundary extensions, and similar political questions.

(6) Federal financial assistance to state and local correctional agencies will increase. The Federal government has become aware of the necessity to provide increased fiscal aid to state and local correctional agencies to help them meet the new demands of operating and improving their prison systems. The city planner has the resources to review and analyze Federal assistance programs for all governmental projects. He is in a position to make recommendations for and assist in obtaining Federal aid available for correctional purposes.

The pendulum of penal philosophy continues to swing. Some authorities believe that imprisonment as we know it has no future in a free society. Crime control will be accomplished by reconstructing the social conditions conducive to crime that surround the potential

offender. Urbanization, industrialization, and rapid social change are environmental conditions known to be associated with high rates of crime. Changing these conditions will involve the city planner in programs of crime control unimaginable today.

## APPENDICES

## APPENDIX A

## STATE PRISON SYSTEMS: CONTROLLING AGENCY

Alabama	Board of Corrections, Montgomery
Alaska	Department of Health and Welfare, Juneau
Arizona	State Prison, Florence
Arkansas	Penitentiary, Varner
California	Department of Corrections, Sacramento
Colorado	Department of Institutions, Denver
Connecticut	State Prison, Hartford
Delaware	Board of Corrections, Wilmington
Florida	Division of Corrections, Tallahassee
Georgia	Department of Corrections, Atlanta
Hawaii	Corrections Division, Honolulu
Idaho	State Penitentiary, Boise
Illinois	Department of Public Safety, Springfield
Indiana	Department of Correction, Indianapolis
Iowa	Board of Control, Des Moines
Kansas	Department of Penal Institutions, Topeka
Kentucky	Department of Corrections, Frankfort
Louisiana	Department of Institutions, Baton Rouge
Maine	Bureau of Corrections, Augusta
Maryland	Department of Correction, Baltimore
Massachusetts	Department of Correction, Boston
Michigan	Department of Corrections, Lansing
Minnesota	Department of Corrections, St. Paul
Mississippi	State Penitentiary, Parchman
Missouri	Department of Corrections, Jefferson City

Montana	Department of Public Institutions, Helena
Nebraska	Department of Public Institutions, Lincoln
Nevada	State Prison, Carson City
New Hampshire	State Prison, Concord
New Jersey	Department of Institutions and Agencies, Trenton
New Mexico	Penitentiary, Sante Fe
New York	Department of Correction, Albany
North Carolina	Prison Department, Raleigh
North Dakota	Board of Administration, Bismark
Ohio	Department of Mental Hygiene and Correction, Columbus
Oklahoma	Board of Public Affairs, Oklahoma City
Oregon	Board of Control, Salem
Pennsylvania	Department of Justice, Harrisburg
Rhode Island	Department of Social Welfare, Providence
South Carolina	Board of Corrections, Columbia
South Dakota	Board of Charities and Corrections, Pierre
Tennessee	Department of Corrections, Nashville
Texas	Department of Corrections, Huntsville
Utah	Board of Corrections, Salt Lake City
Vermont	Department of Institutions, Montpelier
Virginia	Department of Welfare and Institutions, Richmond
Washington	Department of Institutions, Olympia
West Virginia	Public Institutions, Charleston
Wisconsin	Department of Public Welfare, Madison
Wyoming	Board of Charities and Reform, Cheyenne

Source: Book of the States, Council of State Governments,  
Chicago, v. 16. n.d.



## APPENDIX B

## STATES WITH WORK RELEASE ENABLING LEGISLATION

January 1, 1968

California*	Michigan
Colorado	Minnesota
Connecticut	Nebraska
Florida	North Carolina
Idaho	Oregon
Illinois	Pennsylvania*
Indiana	South Carolina
Iowa	Vermont
Maine	Virginia
Maryland	Washington
Massachusetts	Wisconsin

\* Operates at county level

## APPENDIX C

## DETAILED CRITERIA FOR SELECTING CORRECTIONAL INSTITUTION SITES

THE SITE

- |                          |  |
|--------------------------|--|
| Location . . . . .       | 1. Where is the site located?  |
| Size . . . . .           | 2. How many acres are included in the site?  |
| Availability . . . . .   | 3. Is it available from the present owners?  |
| (cost). . . . .          | A. What is the total cost of the site?   |
|                          | B. Cost per acre?  |
| (donation). . . . .      | C. Will the land be donated to the public agency?  |
| Additional Land. . . . . | 4. Is there adjacent land which might be acquired at a later date?                                 |
| Zoning . . . . .         | 5. Is the site zoned?  |
|                          | 6. If so, for what use?  |
|                          | 7. What unit of government has zoning authority in this area?                                      |
|                          | 8. Is the adjacent land zoned?   |
|                          | 9. For what use?   |
|                          | 10. Are these uses compatible with an institution?   |
|                          | 11. Is it necessary to change the zoning of the site?  |
|                          | 12. Should the zoning laws of adjacent lands be amended?   |
|                          | 13. Does the city exercise its extra-territorial zoning powers?                                    |
|                          | 14. If yes, do both the city and county have jurisdiction over zoning in the area around the site? |

- Soil and Topography. . . 15. Is the soil and topography suitable for construction of institutional buildings?
16. Has a complete soil analysis been done for the site?
17. Will drainage be adequate for these types of structures?
18. What is the agricultural productivity of the soil?
19. Is the site itself, and the view from the site esthetically pleasing?
20. Will the site permit attractive landscaping?

### THE COMMUNITY

- Size . . . . . 1. How large is the nearest community?
- Distance and  
Driving Time. . . . . 2. What is the distance to the nearest community in miles and driving time?
3. What is the driving time and distance to the nearest city over 10,000 population?
- Population  
(total) . . . . . 4. What is the total population within 15 miles of the site?
5. What is the total population within 30 miles of the site?
- (density) . . . . . 6. What is the population density of the county?
- Economic Base  
(labor force) . . . . . 7. How large is the civilian labor force within 15 miles of the site?
8. How large is the civilian labor force within 30 miles of the site?
9. Is the unemployment rate of this area relatively high or low?
- A. What per cent?
- B. Compared to the state as a whole?

10. What is the economic base of the community?
11. What effect will the institution have on its economic base?
- (skills) . . . . . 12. Are all the necessary skills for institutional employees existing in the community?
13. Will it be necessary to recruit personnel from other areas of the state?
- (wage rates) . . . . . 14. What are the prevailing wage rates in the community?
- A. Compared to the institution's wages?
15. What effect will the wage standards of the institution have on the community? (and vice versa?)

#### Facilities

- (housing). . . . . 16. Is there an adequate supply of sound residential facilities within 30 minutes driving distance?
17. Is this housing within the means of institution employees?
18. In what direction is community development moving?
- A. With respect to the site?
- (medical). . . . . 19. What is the distance to the nearest hospital?
20. How many hospital beds within 15 miles?
21. How many beds in each hospital?
22. What services are provided in each hospital?
23. How far is it to a hospital of at least 150 beds?
24. How many doctors are within 15 miles of the site?
25. What are their specialties?
26. What is the distance to the nearest doctor of

- A. Ophthalmology?
- B. Surgery?
- C. Urology?
- D. Radiology?
- E. Pathology?
- F. Internal medicine?
- G. Dentistry?
- H. Psychiatry?
- I. Other specialties?

- 27. What other medical facilities and services are available within a 30 minute driving distance?
- 28. Is the nearest hospital adequate to meet the additional work load for institutional employees?
- 29. Can this hospital accommodate emergency cases of institution inmates?

- (recreational). . . . 30. What are the recreational and social resources of the community?
- 31. Are local service organizations capable of assisting the institution in its rehabilitation program?
- 32. How many acres of forest and park land are there within 30 minutes driving time of the site?
- 33. How much of this is available for limited uses by the institution? (for conservation, educational, and recreational programs?)

- (library) . . . . . 34. How far from the site is the nearest library?
- 35. Number of volumes?
- 36. Does it have a full-time librarian?
- 37. Is the local library capable of providing assistance to the institution library?
- 38. What is the distance to the nearest library of 60,000 to 100,000 volumes?

- (educational) . . . . 39. Is there a vocational school in the local community?
40. If not, how far away from the site is the nearest vocational school?
41. Is this vocational school capable of aiding the vocational program of the institution?
42. Is the local school board willing to assist the institution in its academic program?
43. Are there teachers within 30 minutes driving time who would be available as part-time instructors.
44. Are community schools, libraries, etc., capable of accommodating an influx of residents?

- (fire protection) . . 45. Is the local fire protection system adequate to serve the anticipated influx of institutional employees?
46. Is the fire department full-time or voluntary?
47. Does the fire department have adequate equipment suitable for fighting fires at the institution?
48. Are the sheriff and police departments large enough and geared for problems which may arise?

A. Are they adequately trained to be of service at the institution in case of emergency?

- Existing Plans . . . . . 49. Does use of this site for an institution fit into the local community development plan?
50. Does use of this site for an institution fit into the county or regional development plan?
51. Does use of this site for an institution fit into the state development plan?

- Public Attitude. . . . . 52. Does the public have any objections to locating an institution near their community?
53. Will possible future growth of the institution pose any special problems for the site or the community.

### ACCESSIBILITY

- Highways . . . . . 1. Are the existing roads adequate to serve the traffic generated by the institution?
2. Do major state highways extend to all parts of the state from the site?
3. What are the development plans for the major highway routes in the area?
- Bus Service. . . . . 4. How far is it to the nearest bus stop?
5. What is the frequency of service?
6. Are there connections to all parts of the state?
- Rail Service . . . . . 7. What is the distance to the nearest passenger train station?
8. How frequent is the service?
9. How extensive are train connections to all parts of the state?
- Air Service. . . . . 10. How far from the site is air service available?
11. Are flights frequent enough for adequate service?
12. Do the airlines have connections to all parts of the state?
- Freight Service. . . . . 13. What rail, truck, and air freight services are available to the site?
14. Will a railroad spur be needed at the institution?

15. What would it cost the state to bring the railroad to the site?

## SUPPLIES

- Trade. . . . .
1. What is the distance from the site to the nearest complete shopping center?
  2. How far is the nearest wholesale center?
  3. In the event the nearby community is neither a complete shopping center nor a wholesale center, to what extent are needed supplies and services available and unavailable in the nearby community for:

- A. Equipment?
- B. Maintenance?
- C. Food?
- D. Clothing?
- E. Drugs?
- F. Others?

## Utilities

- (water) . . . . .
4. How near the site does municipal water service extend?
  5. Is the municipal supply adequate to serve the institution?
  6. What would it cost to extend municipal water service to the site?
  7. Is there a suitable quantity and quality of water available on the site?
  8. What is the cost of installing an on-site well and purifying system?
- (sewer) . . . . .
9. Is the municipal sewage plant adequate to treat a load increase from the institution?
  10. How far away are municipal sewer connections?
  11. What is the cost of extending service to the site?



12. How much will it cost to build a sewage disposal plant at the site?
  13. What would be the cost of a septic system?
  14. Is the site suitable for waste disposal?
  15. What effect would on-site waste disposal have on an on-site water system?
  16. Are there other resources on the site which might be adversely affected by effluent disposition?
- (trash) . . . . . 17. Does the community have an adequate trash and garbage disposal system?
18. Would the community provide trash pick-up service?
  19. Is there a part of the site which would lend itself to use as a dump?
- A. Could the city dump be used?
- (fuel). . . . . 20. How far from the site is an adequate supply of natural gas?
21. What is the cost of bringing gas to the site?
  22. Is fuel oil available?
  23. Would fuel oil be more economical to use rather than extending gas pipelines?
  24. Is coal easily obtainable at the site?
- (electricity) . . . . 25. How far away from the site is an adequate supply of electricity?
26. What is the cost of bringing electric power to the site?

Source: Correctional Facilities, Wisconsin Development Series, Wisconsin Department of Resource Development, 1965.

## APPENDIX D

CORRECTIONAL INSTITUTIONS CHECKLIST OF  
REQUIRED SPACES AND FACILITIESSPACES SUPERVISED CONTINUOUSLYControl Unit

Vehicle and Pedestrian Trap  
Arsenal  
Guard Towers  
Keys  
Mail and Packages  
Communications  
Deputy for security  
Secretary  
Visitors' Room  
Records  
Guard Room

Infirmary or Hospital

Wards  
Nurses' Stations  
Bath and Workroom  
Examination  
Treatment  
Conference  
Operating Room  
Emergency Operating  
Eye, Ear, Nose and Throat  
Dental Department  
Outpatient Department  
Pharmacy  
Patients' Room  
Autopsy Room  
Morgue

HousingSPACES SUPERVISED IN DAYTIMEReceiving Unit

Examination Rooms  
Conference Rooms

Administration

Warden  
Secretary  
Conference  
Business Manager  
General Office

Food Service

Central Kitchen  
Individual Serving Units  
Inmate Dining Rooms  
Staff Dining Rooms  
Chef  
Meat Preparation and Storage  
Vegetable Preparation and Storage  
Bakery  
Dishwashing  
Garbage Disposal  
Lockers and Showers

Maintenance, Industries and Vocational Training

Classrooms  
Director  
Barber  
Shoe Shop  
Tailor Shop  
Industrial Shops  
Fire Station  
Power House  
Utilities

SPACES SUPERVISED DURING DAY AND EVENINGEducation

Director  
Library  
Classrooms  
Conference Rooms

Religious Facilities

Chapels  
Offices

Recreation Facilities

Inmates' Store  
Playfields  
Courts  
Hobby Shops  
General Purpose Room

REQUIRING LITTLE SUPERVISIONVisitors' ParkingStaff ParkingStaff Housing

Source: Cowgill, Clinton H., "Correctional Architecture:  
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